

1. NAME MISS \_\_\_\_\_  
MR. \_\_\_\_\_ MRS. \_\_\_\_\_

3. ADDRESS

4. DATE OF BIRTH

2. JOB QUALIFICATIONS

5. POSITION TITLE, NUMBER, AND GRADE  
(use pencil)

6. E.O.D. DATE

7. OFFICE AND BRANCH (use pencil)

8. SUPERVISOR'S NAME, OFFICE NO. AND TELEPHONE  
(use pencil)

YEARS

SUMMARY OF MAJOR EXPERIENCE - EDUCATION - POSITIONS

OTHER PERTINENT FACTS

LANGUAGES - AREA KNOWLEDGE - SPECIAL SKILLS

DATE

INTERVIEW - EVALUATION - AND ACTION RECORD

ACTION TAKEN AND DATE

EMPLOYEE SUMMARY WORKSHEET

(use reverse side)

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1. NAME MISS \_\_\_\_  
MR. \_\_\_\_ MRS. \_\_\_\_

LAST FIRST MIDDLE

DATE

INTERVIEW - EVALUATION - AND ACTION RECORD

ACTION TAKEN AND DATE

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CENTRAL INTELLIGENCE AGENCY  
Washington 25, D. C.

MEMORANDUM FOR: All Assistant Directors  
All Office Heads  
FROM : Assistant Director (Personnel)  
SUBJECT : Supervisory Development

1. The effort, productivity and morale of CIA personnel hinges largely upon the competence of the Agency's supervisors. First-rate supervision is basic to our total program of personnel administration, and it is important that our responsibilities in this area not be overlooked in the pressure of daily operations.

2. The immediate supervisor is the only representative of Agency management in daily contact with the people who must be reached in order to reach the goal of first-rate supervision. It is imperative that we equip him with every tool he needs to do this part of his job. For this reason, I am forwarding to you a pamphlet published by the U. S. Civil Service Commission as a "Guide for Planning Supervisory Development in Federal Agencies."

3. This guide is directed mainly toward a more formal plan for training supervisors. Much of it may be interesting to you, however, in suggesting ways in which you can evaluate and improve the supervision job throughout your office.

F. TRUBEE DAVISON

objective, it will grant certain exceptions to competitive qualification standards in cases of reassignments or promotions of employees to positions in the administrative field. Such exceptions permit the substitution of systematic training in administration for some of the experience requirement. Chapter A6-3 of the Federal Personnel Manual furnishes information on this subject.

#### SELECTION OF PERSONS FOR SUPERVISORY DEVELOPMENT

In preparing this report, we have not explored in detail the field of supervisory selection. We recognize, however, that the success of a supervisory development program depends upon a valid selection process. For example, an attempt to make good supervisors out of people with deep-seated personality difficulties will be unsuccessful or too costly to be worth while. To help insure that training is given to those who have the potentiality for being good supervisors, one set of criteria is offered for a good selection program.<sup>2</sup>

- (1) Line officials must participate fully in all phases of planning and executing the selection program.
- (2) Employees must be convinced that such a system will operate objectively and fairly.
- (3) The widest possible area of competition must be provided.
- (4) In planning the program, all the available data and experience in this comparatively new field should be used.
- (5) Ultimately the success of the program must be measured by whether the candidates selected for promotion prove themselves to be competent supervisors.

When a program for supervisory selection has been accepted by management, the following steps should be considered:

- (1) Inviting all employees with minimum qualifications to enter into competition.
- (2) Using written tests that have proved valuable—e. g., supervisory judgment and reading comprehension.
- (3) Evaluating personality traits through use of validated personality tests, multiple evaluation interviews, and other objective means.
- (4) Obtaining evaluation of candidates by their supervisors.
- (5) Reviewing work histories.
- (6) Giving training in selection methods to the people who are to make the final decision.
- (7) Making data obtained from tests, personality evaluation, supervisory rating, and review of work history available to the person or persons making final selection.

In a time of national emergency, it may be impractical for a new agency to set up a thorough program of selecting supervisors. What-

ever means of selection is employed, however, should emphasize three qualifications for new supervisors—(1) skill in human relations, (2) ability to train, and (3) potentiality for growth. The practice of promoting the best workers to supervisory positions has proved to be disastrous in many instances. The experience of both private business and governmental organizations has demonstrated that, in many supervisory positions, technical skill is less important than the ability to lead employees.

#### METHODS OF SUPERVISORY TRAINING AND DEVELOPMENT

There are a number of methods of improving supervisory competence. Although training conferences are perhaps the most commonly used method, it is important to remember that a supervisor's attitudes toward his job and the people with whom he works are influenced by many factors. A program for supervisory development should take cognizance of as many of these influences as practicable.

The following includes both formal and informal methods of staff development.

##### Group Training

Training for present or potential supervisors may include lectures, conferences, demonstrations, role-playing, observation tours, laboratory sessions, and other accepted techniques of instruction. The most appropriate method will depend on such factors as the objective of the training, the subject matter, the size and composition of the group, and the time available.

##### Understudy Training

Every supervisory position should have one or more understudies. In effect, each supervisor should be training his own replacement. When he is on leave, or absent from the office for some other reason, opportunity is provided for an understudy actually to assume the responsibilities of a supervisor. This may be considered as both a learning experience for him and an opportunity for the agency to test his ability to fulfill the requirements of the job.

##### Special Assignments

Not only the development of existing supervisory competence but also the identification and encouragement of potential ability may often be stimulated by putting individuals temporarily into positions of greater responsibility. A further variant is the so-called rotational training assignment to give breadth of experience and depth of understanding.

<sup>2</sup> See *Selecting Supervisors*, a report prepared by Milton Mandell and Sally Greenberg and issued by the U. S. Civil Service Commission, August 1951, pp. 25 and 26.

### Training on the Job

*Assistance for Supervisors.*—A supervisor's attitudes are influenced to a significant degree by his relationship with his superior. It is natural for a supervisor to try to behave in such a way as to gain the approval of his superior. The way a higher level supervisor plans and executes his work is very important. This being the case, higher level supervisors have a great responsibility in giving adequate leadership to subordinate supervisors. Every time a supervisor goes to his superior for advice and help on a problem, a training situation is present. Higher level supervisors should welcome and seek these opportunities to train subordinates through the joint solution of actual problems of supervision.

In providing services and assistance to line supervisors, the personnel office and other staff units also have an opportunity to train informally "on the job." As much as possible, the staff members should strive to help supervisors understand the reasons for agency policy as well as its application to their particular situation.

*Management Conferences.*—Essentially, this plan is based on a continuous program of planned conferences at various levels. Under able leadership, participants grow in capacity through group participation in discussion of common job problems. A further result is the motivation and job satisfaction that come from recognition of the individual as a real factor in management decisions.

*Staff Meetings.*—These are meetings that are a part of the normal routine of most organizations. The fact that they often present training opportunities is sometimes overlooked.

### Self-Development

Supervisors who have the desire to improve their skill in, and knowledge of, administrative management should be encouraged to—

- (1) Enroll in after-hours classes in this field at local universities.
- (2) Affiliate with local chapters of professional organizations—e. g., Society for the Advancement of Management, Society for Personnel Administration, American Society for Public Administration, National Office Management Association, and so forth.
- (3) Read professional journals and books in this field.

No one method of supervisory development is best for all purposes. A well-rounded program will utilize a combination of some or all of these methods.

When governmental organizations are undergoing rapid expansion, there is almost always heavy pressure to keep supervisors on the job as much as possible. If it is determined that supervisors need group instruction, however, adequate time should be provided for this purpose. A comparatively small expenditure of time in training early in the emergency period will pay great dividends in increased morale and less confusion and fewer errors later on.

- (5) The supervisor shall be a vital link in a communication system, representing his superiors to his employees, his employees to his superiors, and his associates to each other.

- (6) The supervisor shall serve employees in a fair and friendly manner by helping them plan their work, by defending them against unreasonable requirements, and by assisting them in analyzing work requirements to a point where "the situation gives the order."

- (7) The supervisor shall be impartial and fair, and shall avoid even the appearance of favoritism.

- (8) The supervisor shall select best-qualified employees for promotion, within or outside his organization, as soon as opportunity arises and proved ability justifies. He shall help employees to overcome their deficiencies and shall remove inefficient employees who do not improve.

### OBJECTIVES OF SUPERVISORY DEVELOPMENT

The basic purpose of a supervisory development program is to encourage and assist supervisors to discharge their responsibilities and duties more effectively. As the result of this training, benefits such as the following tend to result:

- (1) There will be an increase in production or an improvement in the services rendered by the agency.
- (2) There will be higher employee morale, increased quality and quantity of work, better safety conditions, reduced employee turn-over, and fewer grievances and appeals from management decisions.
- (3) A capacity for leadership will be developed among lower-level supervisors that will tend to create a valuable reserve of potential executive talent.
- (4) In the long run, the difficult job of the supervisor will be made somewhat less burdensome and more satisfying.
- (5) The prestige of supervisors will be enhanced and will contribute to their sense of a career.

These, of course, are *ultimate* goals. Anyone planning a program to improve the competence of supervision would keep them in mind. But it should be recognized that each agency, installation, and subordinate unit will have to redefine these broad objectives in far more specific terms.

There are needs to be met at every level. Seldom will these needs be exactly the same, even in the same building. As these needs are defined clearly, the purposes of supervisory development take on real meaning for all concerned. Only as goals are clearly visualized can the program of action be shaped to secure the desired results. The most effective results may be expected when management acts to help individual supervisors gain additional competence in specific supervisory functions.

### EXECUTIVE DEVELOPMENT AGREEMENTS

The United States Civil Service Commission recognizes the importance of improving administration in the Federal service. With this

considerably. The absence of a uniform delegation of authority down the line of supervision in different agencies, and even different parts of the same agency, is one of the principal causes for variation in job content. Despite this variation, it is possible to enumerate certain basic responsibilities that are included in a typical first-line supervisor's job.

These responsibilities include:<sup>1</sup>

- (1) Laying out the work.
- (2) Making work assignments.
- (3) Training employees.
- (4) Getting out production.
- (5) Reviewing and checking work.
- (6) Making work improvements.
- (7) Interviewing applicants for jobs.
- (8) Evaluating performance of employees.
- (9) Developing good employee relations and employee job satisfaction.
- (10) Keeping his employees and his superior informed.
- (11) Consulting employees about matters that affect them.
- (12) Adjusting employee grievances.
- (13) Disciplining employees.
- (14) Recommending various forms of formal employee recognition (promotions, meritorious increases, etc.).
- (15) Carrying out the policies of management.
- (16) Maintaining good public relations.
- (17) Measuring and reporting accomplishments of his unit.
- (18) Representing management to employees and vice versa.
- (19) Assuring employees of safe working conditions.
- (20) Keeping his employees supplied with the necessary tools and materials.
- (21) Controlling attendance.
- (22) Removing employees who prove unsuitable.

#### BASIC PRINCIPLES OF GOOD SUPERVISION

- (1) Each employee shall be treated as an individual and regarded as worthy of respect and consideration.
- (2) Employees' misunderstandings, grievances, and suggestions for improvement shall be heard and considered.
- (3) Each employee shall be instructed in the objectives of his work, his specific duties, the contribution he makes to the total work product, why he is important in the organization, and what is considered a good day's production.
- (4) Full recognition of, and credit for, effort and results shall be a part of every employee's remuneration.

<sup>1</sup> For a more detailed analysis of the supervisor's job, see John M. Pfiffner, "An Outline of the Supervisor's Job." *Personnel*, vol. 23, no. 3.

#### SUGGESTED TOPICS TO BE COVERED IN TRAINING PLAN

A supervisory development program should be designed to fit the needs of a particular level of supervisors in a given agency. For that reason, we are simply indicating the major areas of supervisory responsibility. New supervisors would probably benefit from instruction in most of or all these areas. How many of these areas would be appropriate for experienced supervisors would depend on their previous training and demonstrated proficiency in carrying out these responsibilities.

While organized instruction will help many supervisors to carry out their responsibilities, there will always be special problems on which they will need individual help. This help may come from their supervisors, staff services (such as personnel), fellow supervisors, or other sources of information and experience in the field of management.

- (1) *Selecting and Inducting Employees.*—Determining needs of his unit. Matching applicant's qualifications to requirements of the job. Services provided by the personnel office. Interviewing techniques. (Practices vary as to where the decision to hire is lodged.) On-the-job orientation.
- (2) *Training Employees.*—Methods of individual and group instruction. Training aids.
- (3) *Evaluating Employees.*—Establishing performance goals. Preparing performance ratings. Discussing employee's performance with him.
- (4) *Fostering Job Satisfaction.*—Its relationship to employee productivity. Research findings in human relations. Individual differences.
- (5) *Handling Grievances.*—Counseling. Staff assistance available.
- (6) *Planning Work.*—Knowledge of objectives, needs, and facilities. Importance of scheduling one's own time. What to delegate.
- (7) *Improving Methods.*—The tools of methods analysis (process chart, work count, and work distribution chart). Staff assistance available. Overcoming resistance to change.
- (8) *Interpreting Rules and Regulations.*—Major agency personnel policies (promotion, leave, and so forth), and how to interpret them to employees. Staff assistance available.
- (9) *Maintaining Records and Making Reports.*—Maintenance of office files. How to write reports. Leave records.
- (10) *Solving Production Problems.*
- (11) *Communicating Ideas.*—Readability; speaking; writing.

#### EVALUATION OF A SUPERVISORY DEVELOPMENT PROGRAM

It is difficult to isolate the effect of a supervisory development program on production, turn-over, employee grievances, accidents, and other objective measures of an organization's fitness. All these meas-

ures are affected by other factors as well as by the quality of supervision. For example, the fact that employee turn-over decreased after the introduction of a supervisory development program may be only coincidental. The primary cause could have been the fact that there were fewer job opportunities elsewhere than before.

One method of determining whether supervisors' attitudes toward their employees have improved as the result of training is to ask their employees. This has been done in several organizations through the use of anonymous attitude questionnaires before and after training.

Another potential source of information in attempting to evaluate the results of supervisory training is the observations of the supervisors above the level at which the training occurred. The value of their observations, however, varies in relation to their understanding of and agreement with the objectives and philosophy of the program. They will tend to commend the program for only the changes in the behavior of their subordinates that they find in harmony with their own beliefs. If subordinates attempt changes that conflict with their beliefs, these efforts may be ignored or openly discouraged.

Many agencies conducting supervisory training ask the supervisors themselves to evaluate their training. There is a danger in relying too heavily on these evaluations, since supervisors may "parrot" back the principles of good supervision without actually having incorporated them in their own thinking. In the long run, improved production accompanied by real job satisfaction is the best yardstick of supervisory development.

#### **FOLLOWING THROUGH**

Supervisory development should be viewed as a continuous effort to improve the quality of management within an organization. Among the reasons necessitating a continuous program are the following:

- (1) We are gradually learning more about the type of supervision that results in the highest productivity and employee morale. As additional information in this field becomes available, supervisory training efforts should be reappraised.
- (2) The content of supervisory jobs has been changing over the past 25 years. The trend today in progressive organizations is in the direction of delegating more authority to the lower levels of supervision. As the scope of a supervisor's responsibilities increases, he will need more training.
- (3) There is a constant turn-over among supervisory personnel. Hence, there are always new supervisors to be trained.
- (4) The experience of several organizations indicates that the benefits of "one shot" supervisory programs are largely dissipated unless there is some concrete evidence of the continuing interest of management in such matters.

#### **PURPOSE OF GUIDE**

This guide will assist executives of Federal agencies in improving the competence of their supervisory personnel.

The close relationship between an organization's effectiveness and the caliber of its supervisory staff is generally recognized today. There is a need, however, for more information on the methods of improving supervisory competence. In the following pages, we discuss the principles underlying good supervision, the activities properly encompassed by supervision, and general methods of training supervisors to apply the principles in their day-to-day performance of duties.

In preparing this guide, we have drawn heavily on the experience of Federal agencies with established supervisory development programs. Although portions of the guide will be useful to these agencies, it has not been written primarily for their benefit. Rather, it is designed to be a basic source document for agencies initiating planned programs of supervisory development.

Recognizing the difficulties inherent in starting supervisory development "from scratch," we have concentrated on fundamental considerations. We have deliberately omitted the refinements in techniques of supervisory selection and development that may evolve after a program has been operating for some time. For the most part, this guide outlines a minimum program rather than an ideal one.

#### **SUPERVISION DEFINED**

All persons who are responsible for the work product of other employees are supervisors. The term "supervisors" includes group leaders, foremen, supervisors, executives, and administrators. A long-range program for supervisory development should provide for development at all levels.

There is some reason to believe that a single pattern of supervision is not applicable to supervisors at all levels or in all types of agencies. It is observed that different patterns of supervision are encouraged by differing philosophies of management that permeate various organizations. Recognition of this fact must temper the application of this guide to a specific agency. The guide, however, has been prepared on the hypothesis that there is such a thing as generic supervision, at least in the field of human relations.

Federal agencies are not agreed on a standard job analysis for a supervisory position. In practice, it is recognized that the content of supervisory jobs, even with respect to nontechnical matters, varies

Supervisors who have received training are more likely to utilize them in the hierarchy are committed to the same teachings. One way to stimulate this conviction is to train higher level supervisors and executives along the same lines. Another way is for management to recognize supervisors who apply what they have been taught. As Douglas McGregor, President of Antioch College, has said: "If you reward people for adequate, skillful handling of men in your organization, they will become adequate, skillful handlers of men. If you punish them for it or ignore their attempts in that direction, they will not. That is a simple and obvious fact. But as we examine our own companies and our own practices, it appears that we have been ignoring it. We must see to it that the man who develops skills is rewarded, and I don't mean merely with money."<sup>3</sup>

<sup>3</sup> McGregor, Douglas. "Re-evaluation of Training for Management Skills," *Training for Management Skills*, Personnel Series No. 104, American Management Association (1946), p. 21.

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## FOREWORD

A competent supervisory staff is basic to the proper performance of any agency's work. Even agencies that have heretofore been able to give little attention to the well-rounded development of their supervisors are finding it necessary to do something positive to improve the situation. Agencies that have well-developed programs of training must extend them, streamline them, or modify them to meet the critical immediate needs. This pamphlet, prepared by the Federal Personnel Council, is designed to serve as a general guide to all establishments in the organizing of such programs.

The word "Guide" is used advisedly in the title. Although the pamphlet has been prepared with much care, it is not a final or definitive answer to the problem of supervisory training. It deals with problems that no one as yet has all the answers to. A great deal more work is required before a dogmatic set of supervisory training principles and methods can be set forth with positive assurance.

What this pamphlet represents is simply the best current opinion of many persons who have been in a unique position to observe and judge supervisory development programs. Such opinion is, we believe, "expert" opinion. It is deserving of attention by those who wish to take steps to improve the quality of supervision in their agencies.

That further experience and information may modify current best thinking in this field is recognized in the body of this Guide itself. In the section "Following Through" we are reminded: "As additional information in this field becomes available, supervisory training efforts should be reappraised." Also the section on "Evaluation" states that improved production is the best yardstick of supervisory development.

Industry and Government need more information concerning the human factors that confront any organization in undertaking development of its supervisors. When more such information is available, perhaps the present Guide will have to be revised. Meanwhile, we feel that this is a useful and well-prepared manual that will be of interest to agency and bureau heads throughout the Federal service.

UNITED STATES CIVIL SERVICE COMMISSION.

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This guide was prepared initially by a Subcommittee on Specifications for Supervisory Training of the Federal Personnel Council. The membership of the subcommittee included: Dan Braum, General Services Administration, chairman; Milon Brown, Department of the Army; Ray Coffman, Federal Security Agency; Roy Colbert, Department of the Navy; M. M. Taylor, Department of Agriculture; and Aldo Raffa, National Security Resources Board. A preliminary draft was submitted to all Federal agencies and to field personnel councils for comment and suggestions. The final draft was approved by the Federal Personnel Council.

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**GUIDE FOR PLANNING**  
**Supervisory Development**  
**in Federal Agencies**

UNITED STATES CIVIL SERVICE COMMISSION  
Washington, D. C.

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